SOCIAL SCIENCES

MANPOWER *Review*

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WAR MANPOWER COMMISSION

★ Recent Publications ★

WOMANPOWER

Women at Work in Wartime, by Katherine Glover. New York: Public Affairs Committee, Inc. 31 pages. 10 cents.

THIS very readable pamphlet discusses the need, possibilities, and safeguards for the employment of women. Complete with facts and figures, it tells what jobs are available for women, on either a full-time or part-time basis; the need for women in civilian as well as war industries; the War Manpower Commission's policy with regard to hiring women with children; training courses; the type of clothing to be worn on the job; methods of combatting absenteeism; discrimination; jobs on the farm; and service with the armed forces.

Several pages are devoted to the need for a method of establishing child-care facilities, as well as the cost and what agencies are concerned. Other aids for working mothers are also described.

ANTIDOTE FOR WISHFUL THINKING

A Study in Public Relations: Case History of the Relations Maintained between a Department of Public Assistance and the People of a State, by Harold P. Levy, Research Assistant. New York: Russell Sage Foundation. 165 pages. $1.

THIS LITTLE BOOK should be of great value to WMC personnel as well as administrators of public assistance programs, since it is a case history of the experience of the Pennsylvania Department of Public Assistance in the field of public relations over a specific period of time.

"Most social and health agencies, both tax-supported and voluntary," the author says, "incline to wishful thinking about the whole matter of public response. This is true although they may be fully aware that their existence depends upon public support. They are reluctant to believe that goodwill is not an automatic return for good work. Yet, even in normal times the machinery of social service frequently becomes clogged due to misunderstanding and friction between the agency and the public. A period of great uncertainty and rapid change such as we are now undergoing intensifies this situation. Social and health agencies which serve persons in need cannot afford to let these services falter or become ineffective because the public does not understand or believe in them, or because those to whom the services are offered do not know how to obtain or to make good use of them. It thus becomes more than ever important that the maintenance of sound public relations should be a special and definite assignment: something provided for in the administrative scheme, in order that it will not be neglected under the pressure of other duties," a statement in which this reviewer, having seen something of both sides of the operation, heartily concurs.

Mr. Levy is well equipped to write on his subject. He is Research Assistant of the Department of Social Work Interpretation of the Russell Sage Foundation, has done public relations work with the Henry Street Settlement in New York, and has been director of publicity for the National Conference of Social Work from 1935 to 1939.

The book reports how the Pennsylvania Department of Public Assistance takes care of its public relations problems, with applications to other agencies. It covers the period 1937–42 in considerable detail, a time characterized by heavy unemployment, increased prosperity, and adjustments to war conditions.

Readers seeking ready-made plans and easily applied techniques to solve their problems will not find the answer to their hopes in one or a dozen case histories. They will find, however, in this book inspiration to careful diagnosis of individual situations and stimulation to greater imagination, skill, and hard work in planning and carrying out activities designed to meet these problems.—GUY PEARCE JONES, *Principal Information Specialist, Information Service, War Manpower Commission.*

YOUTH IN AGRICULTURE

Guides to Successful Employment of Nonfarm Youth in Wartime Agriculture. Washington: Children's Bureau, U. S. Department of Labor. 13 pages. Free.

HOW TO USE young people successfully in farm work is told in this booklet of "guides." While written for the use of farmers, parents, teachers, and group leaders, it will be of interest to WMC personnel, especially those in local USES offices.

It emphasizes the need for careful selection of young workers, proof of age, written consent of parents, physical examinations, and good supervision. It also suggests standards for workdays and workweeks, living accommodations, sanitary facilities, and transportation.

Manpower REVIEW

JULY 1943

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AT Press TIME

Appeals machinery—Steel gets extension of 48-hour week—3 million "necessary men"—100 jobs sans glamour—Teachers for summer war tasks.

WITH THE NATION completely blanketed by area or regional manpower stabilization programs, the threat that labor turn-over may upset production schedules is markedly lessened. Heightening the assurance also is the fact that women, recognized at long last as satisfactory replacements for men, are keeping war production on an even keel and, as our largest labor reserve, are expected to provide a similar balance for war-supporting and locally-necessary industries, which are careening from the impact of war.

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¶ A new regulation, Number 5, issued by WMC provides for the establishment of appeals committees throughout the Nation to hear complaints by workers and employers against WMC rulings. Under the regulation, workers and employers, groups or organizations of workers or employers, and other persons and organizations who claim to be prejudiced by any action of WMC under employment stabilization plans, the 48-hour-week policy, or other manpower regulations may request a hearing. Both employers and workers are to be fully apprised of appeal rights. After decisions on original appeals, further appeals to the regional WMC Management-Labor Committees and to the WMC Chairman are possible. All appeals must be taken within such periods of time (not less than 3 days) following the date of the decision appealed from as the Regional Manpower Director may prescribe. The appeal period for appeals to the WMC Chairman is the 10-day period following the decision appealed from.

The regulation also provides that the appellant shall be given reasonable notice of the time and place of any hearing and shall be promptly notified of the decision; that he may be represented by any duly authorized person or organization; and that chairmen of committees to which appeals have been taken may consolidate those raising a common question.

An appeal of an employer from a decision granting one of his workers a statement of availability in no way stays the effect of the decision so far as the worker is concerned, the regulation provides, but the officer to whom the appeal is taken may direct that subsequent cases involving other workers of an employer and raising identical issues may be suspended pending final settlement of the issue. There is a similar provision protecting employers who are satisfied with certain decisions from which workers may appeal. In all other cases the taking of an appeal stays the action appealed from, unless the chairman of the committee to whom the appeal is taken specifically directs otherwise.

The regulations are not applicable to Selective Service appeals or to appeals under the WMC regulations controlling requests for occupational deferment of Federal employees. Nor are the regulations applicable to appeals arising under WMC's directive on interagency transfer of Federal employees. Appeals machinery and provisions already exist for such cases.

¶ Instructions were released on June 1 to all Regional Manpower Directors supplementing General Order No. 8 of May 1 extending the 48-hour workweek to all branches of the steel industry. WMC estimates that this action will have the effect of adding the equivalent of 50,000 workers to the labor force by August 1. Under Order No. 8, June 1 and July 1 were the dates set for converting to the 48-hour schedule. Plants which could not get on a 48-hour week by July 1 nevertheless by that date had to submit a schedule of prospective releases. The instructions set August 1 as the deadline for the release of workers with exceptions only under unusual circumstances. Before granting exceptions approving release schedules, or approving applications for hiring, the Regional Manpower Director has to consult with the union recognized as the collective-bargaining agency and with plant management. Office and clerical workers of executive, sales, and administrative offices are exempted from the provisions of the 48-hour-week order, but office workers in general mill offices are included.

¶ Replacement schedules numbering more than 5,500, filed with State Directors of Selective Service, are providing for the orderly induction of approximately 3 million industrial workers now deferred

from military service as "necessary men" in essential civilian activities.

These schedules list employees liable for military service with regard to their Selective Service status, as well as the importance of their jobs, and state definitely when each can be replaced on his job. When accepted by a State Director, a replacement schedule is used to guide local boards having jurisdiction over the individual registrants so that their withdrawal from industry may be accomplished with a minimum of interference to war production.

So far, manning tables have been filed by about 1,300 plants covering about 850,000 men, which is approximately 28 percent of the current coverage by replacement schedules.

Pointing out that manning tables and replacement schedules not only aid cooperation between Selective Service and employers, but also are helpful in all phases of WMC operations, Chairman Paul V. McNutt cited the following testimonials of their effectiveness:

An official of a large eastern industry stated that his company's experience demonstrated that the manning table (1) offers a common ground for discussing manpower needs and problems with the USES and other agencies involved in the manpower problem, and (2) provides a picture of the company's occupational pattern and the training time for these occupations. The plan is working "very, very effectively."

The company has a replacement schedule based on its manning table and accepted by its State Selective Service Director. It has between 300 and 400 local boards to deal with, and where it had to make blind guesses on possible inductions, it now knows how many men are scheduled for replacement at any given time and can make recruitment plans accordingly.

A midwestern concern has discovered from its use of the manning table that of the several hundred jobs in its plant, 95 more jobs are suitable for women and 218 are suitable for handicapped persons. This company feels that it can handle 117 situations by upgrading, 36 can be filled by taking people with related experience, and that there are over 1,300 situations where inexperienced people can be brought in and trained.

Another manufacturer, from the Pacific Coast, states: "For the first time since we have been in operation we actually know just what our personnel and job picture is and have a good idea where corrections can be made to get fuller utilization of manpower and equipment. We consider the manning table very valuable in pointing out future lines of industrial procedures.

Revised Selective Service instructions for the preparation of replacement schedules limit occupational deferment to 6 months for nonfathers between 18 and 26 on July 1, with exception only where the job is vital and extremely difficult to fill.

Employers are also instructed, for the first time, to include men with children on their replacement schedules filed on and after July 1. Such men, however, will not be scheduled for release before October 1.

The object of the instructions is not to set a date for the drafting of fathers. Fathers in key positions listed on replacement schedules will have to justify their continued deferment after October 1 on the basis of occupation rather than on dependency status.

¶ While the novelty of aircraft and other war production work strongly appeals to some women workers and their talents are suited to it, there are some 100 unglamorous everyday jobs vital to the war which must be filled too. Miss Margaret Hickey, Chairman of WMC's Women's Advisory Committee, in announcing a list of these jobs, had this to say:

War work is more than work in a factory; it includes hundreds of jobs in stores, restaurants, laundries, offices, schools, hospitals, public institutions, transportation, communications, public utilities, and other necessary community services. The day-to-day living needs of war workers and their families must be met. The Nation looks to its women to do the job. This is war work of the utmost importance, no matter how ordinary and humble it may seem.

The woman who waits on trade in a grocery store, or cares for children of war workers, or takes over the neighbor's washing, or cooking, or cleaning while the latter is at work *is doing an important war job*. She is helping to keep war production going by helping war production workers stay on the job.

To arouse women to the need for their services in these necessary jobs, a drive will be launched early in September. A large percentage of the leading national magazines will feature women in unglamorous jobs on covers and many of them will devote space to a discussion of the subject.

If women continue to respond to the call for their services, they will do much to avert national service legislation, the Women's Advisory Committee has asserted. It also expressed itself on the alarm which exists over the prospect of widespread unemployment of women in the aftermath of war. In a formal announcement the Committee said:

The Government and industry must not assume that all women can be treated as the reserve group during war only, nor should those who wish to stay in the labor market be accused of taking men's jobs. The right of the individual woman to work must be recognized and provided for, just as the right of the individual man to work.

¶ A two-way benefit flows from WMC's clarification of employment stabilization regulations as applied to teachers. Under Regulation No. 4, the "hold the line" order, they will not be prevented from taking teaching jobs in the autumn at higher pay, nor will they endanger their regular positions by working during the summer vacation period in plants, agriculture, or necessary civilian services. Thus reassured, the teaching profession will release needed man-hours during the summer months that will be turned to good account on the Nation's war production lines.

★ The More Women at Work, the Sooner We'll Win ★

Priming For Post-war Tasks

THE MACHINERY for placing ex-servicemen in jobs, both those being discharged during the course of the war and those to be discharged when general demobilization comes, is a matter of vital public interest. How does a veteran go about getting his old job back and who helps him enforce his reemployment rights? How does he seek a new job? What rehabilitation and training facilities does he have recourse to? From whom may he seek guidance and advice? These inquiries are now being made—and the answers are available.

Thus far many things have been and are being done. Established services are being extended and new ones developed as part of an over-all program to provide for the veteran's economic security. The Veterans' Administration, the Civil Service Commission, the Bureau of Selective Service, the Bureau of Placement, and the United States Employment Service of the War Manpower Commission, and the U. S. Office of Education of the Federal Security Agency are already actively engaged in a concerted program designed to provide physical and vocational rehabilitation, training, and job opportunities as men return to civil life. After classification by Selective Service or rehabilitation and training by the Veterans' Administration or the Vocational Rehabilitation Division of the U. S. Office of Education comes the end product of these services—returning the veteran to a job. This is a specialized function of the USES and the Veterans' Employment Service of the Bureau of Placement of the War Manpower Commission.

Decade of Experience

The Veterans' Employment Service has more than a decade of continuous experience to bring to the solution of veterans' employment problems arising out of World War II. It has worked in close cooperation with State Employment Services and veterans' organizations as an integral part of each local USES office since 1933, when the Wagner-Peyser Act set it up as a specialized Nation-wide service to veterans in the Federal-State system of public employment offices. Prior to that time, and dating back to the last World War, the USES offices maintained a special service to register and refer veterans to employment. These services to veterans of past wars will not in any way be curtailed. Every effort is being made to utilize the capabilities of the older veterans to the fullest advantage in the present emergency. Improvements in service that may result from the Nation's efforts to assist the World War II veterans will benefit older veterans as well.

Plans for World War II Veterans Laid Early

Steps in the interest of World War II veterans were taken almost as soon as the smoke had cleared from Pearl Harbor. These early steps are necessary to an appreciation of the whole program. Immediately after the declaration of war, President Roosevelt called a conference to discuss the development of "a program to render all possible assistance to World War II veterans." Many groups participated in the discussions—the Army, the Navy, the Marine Corps, the Coast Guard, the National Resources Planning Board, the Veterans' Administration, the United States Employment Service, the Selective Service System, the Vocational Rehabilitation Division of the U. S. Office of Education of the Federal Security Agency, the Civil Service Commission, the American Red Cross, and others concerned with services to veterans.

Inasmuch as an adequate program for the return of veterans to work depends to a large extent on adequate rehabilitation facilities, this phase of the over-all program was one of the first to be singled out for emphasis. Even before the war, in October 1941, a bill had been introduced in Congress to strengthen rehabilitation services. On October 9, 1942, President Roosevelt took steps toward more adequate vocational rehabilitation facilities. In a message to the Seventy-seventh Congress, he outlined a rehabilitation program to meet the increased needs of wartime. It was a broad program looking not only to the serviceman's future welfare, but to the Nation's immediate and long-run gain. In addition to the need of rehabilitation for veterans, the President pointed out that there were upwards of a million normally handicapped persons who should be rehabilitated and given a chance to serve their country with great profit now. In the President's words: "They will become a national

asset ready to serve in war industries, in agriculture, and in other essential occupations." Likewise, a rehabilitation program ready to serve any worker who might need it in the future would bolster the security of the Nation as a whole.

Rehabilitation Legislation

Rehabilitation measures again came before Congress. Several bills were introduced, first a joint bill "To provide vocational rehabilitation, education, training, and other services to persons disabled while in the armed forces, or disabled in war industries or otherwise, and to render such persons fit for service in war industries, agriculture, or other useful civilian industry . . ." This bill failed to pass. After reviewing the facilities already available, the conferees decided that the current need was not so much for the development of new agencies or new facilities as it was for proper utilization and coordination of existing agencies and facilities. The committee's recommendations were reflected in two separate bills: one granting the Veterans' Administration jurisdiction over rehabilitation and training of veterans with service-connected disabilities was approved by Congress on March 24, 1943, and the other extending the present act administered by the U. S. Office of Education "To provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise . . ." is pending on the calendar.

Enactment of these two bills, if the latter receives favorable consideration, will make provision for the utilization of the experience of all agencies which heretofore have engaged in rehabilitation services, and will assure a rehabilitation program scaled to the prospective needs of the present war, with the number of disabled persons both in war industry, in combat duty, and in the auxiliary services, such as the Merchant Marine and Civil Air Patrol, mounting into the thousands. Just how great their number is now or will be is difficult to determine since only incomplete figures are available. These, however, show that for the month of May, 14,000 disability discharges were reported. April figures on physical disability discharges compiled by the Reemployment Division of Selective Service showed that of 11,168 cases listed during that month, 43 percent were rehabilitated and employed.

Not all of the current service disability cases, however, are being discharged. The Army and the Navy are retaining a high percentage on limited-service duty. Those who cannot be reassigned to suitable tasks are being released. In addition to these men, other discharges are occurring constantly. At the end of 1942 it is estimated that a total of 500,000 men had been returned to civilian life; by the end of 1943, approximately 600,000 more may be released; and by 1944, discharges are expected to reach 1 million a year. At the end of hostilities anywhere from 10 to 12 million persons in the armed forces will be returned as well as 15 to 20 million civilians from war industries. A part of these will need physical rehabilitation preliminary to their return to civilian employment. After the last war, with under 5 million men in our armed forces and an expeditionary force of approximately 2 million, there were 330,000 applicants for rehabilitation within a 10-year period. With improved medical techniques and the new sulfa drugs, it is anticipated that there will be a much higher percentage of recoveries among the injured in this war than was the case in the last war, but with more extensive and more widely known facilities, a greater percentage of the disabled may be expected to seek rehabilitation services.

THE VETERANS' ADMINISTRATION and the United States Employment Service, through its Veterans' Employment Service, have maintained a close cooperative relationship on matters of mutual concern for more than a decade.

There is a close connection between physical and vocational rehabilitation and the economic status of a veteran as reflected by employment. We in our respective fields have jointly served and will continue to so serve the veterans of World War I and former wars. And we are prepared to so serve the returning veterans of the present war through effective administration of laws enacted in their behalf and for which our respective organizations are responsible.

The fighting forces of the Nation, I am convinced, feel security in the existence of the United States Employment Service and the Veterans' Administration as agencies experienced in serving veterans, prepared and organized to assist them as needs may require to readjust from military to civilian pursuits when they have secured our national existence by obtaining an "unconditional surrender" from enemies who would overthrow it.—FRANK T. HINES, *Administrator of Veterans' Affairs, Veterans' Administration, and Chairman, Veterans' Employment Committee, Federal Advisory Council, War Manpower Commission.*

Selective Service Protects Reemployment Rights

In order that dischargees may be apprised of the facilities available under any circumstances, numerous agencies are equipped to furnish information to put them on the right track to any and all aids to which they may be entitled by reason of service in the armed forces. A man may choose, if he will, to go "on his own" when he gets out of uniform, or he may find the path smoothed for him by reason of Government facilities established in his interest. The Selective Service System through its Reemployment Division is looking to the enforcement of the veteran's reemployment rights. If, however, the veteran would rather have a new and different job, he will be directed to the facilities of the USES. Through a pre-discharge service, Selective Service is accumulating information on background, training, experience, military service, handicaps, and the veteran's preference as to type and location of work. This information serves as a guide to the Selective Service Reemployment Division and the USES as well in determining the proper nature of the work for the returning soldier. Prior to his discharge, Selective Service also sends each man a letter clarifying his reemployment rights and advising him of steps he must take if he wants his former job back. Special Reemployment Committeemen, one in each of the 6,450 local Selective Service draft boards, in effect serve as personal representatives of the dischargees. They will help him in a variety of ways to get a new start and to adjust himself again to community life. They maintain close contact not only with affiliated units of the War Manpower Commission, such as the local USES offices and the Veterans' Employment Representatives, but with representatives of other cooperating agencies such as the Vocational Rehabilitation Division of the U. S. Office of Education, the Veterans' Administration, the Civil Service Commission, and the American Red Cross. In addition, National Clearing House Committees are being organized with representatives from national and civic organizations, such as labor unions, The Grange, veterans' organizations, chambers of commerce, and national manufacturers' associations. The Selective Service Reemployment Committeemen and Veterans' Employment Representatives will work closely with these committees.

Experience has shown that returning soldiers tend to fit into one of four groups: (1) Those who want their old jobs back; (2) those who seek new jobs; (3) those who want training for better opportunities, or physical rehabilitation and training; and (4) those who are incapable of working and need hospitalization or institutional care.

Few employers have thus far refused to take men back. Most of them are cooperative. If, however, an employer should bluntly refuse to rehire a former employee, Selective Service is prepared to enforce the law in his behalf. In a case reported in a recent issue of *Yank*, the Army weekly, a private was given a Certificate of Disability Discharge. He had been an operator in a motion-picture theater before his induction. On his return his former employer was unwilling to take him back on the ground that his new operator was satisfactory and he didn't want to make a change.

What did the ex-soldier do? He sought out and reported the matter to his Reemployment Committeeman, who in turn reported to Selective Service National Headquarters. Soon thereafter the employer received a letter calling attention to the soldier's reemployment rights and asking the employer if he was aware of his obligation under the law and the machinery that could and would be invoked to enforce it. The ex-private was back on his job within a week.

If the discharged man informs Selective Service that he wants his own type of work but in another locality, Selective Service can refer him to the USES, where, through Nation-wide clearance channels, an effort is made to place the veteran in line with his own wishes. If a man wants to better his chances for gainful employment by further training before going back

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WE SHALL TRY TO LEARN from our experience *now* how to render the most effective assistance possible to all veterans who will need, and who most assuredly will be entitled to, the very best help that we can give them. The local offices of the United States Employment Service are priming now for post-war tasks. Each attempt to place a veteran now is a miniature of the bigger placement job that is coming. Each successful placement of a service dischargee today is an assurance and a pledge to all servicemen who will travel back tomorrow. In a program of such magnitude and importance, every possible assistance will be needed to assure that a satisfactory job is done. We can rely in the future as we have in the past on the Veterans' Administration and on all other agencies interested in the welfare of veterans to join in cooperative efforts in their behalf.—O. D. HOLLENBECK, *Chief, Veterans' Employment Service, Bureau of Placement, War Manpower Commission.*

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to work, he will be directed to appropriate training courses. If physical handicaps make it necessary that the man learn a new trade or profession, he will be directed either to the rehabilitation and vocational training facilities of the Veterans' Administration (if his disability is service-connected) or to the rehabilitation facilities of the U. S. Office of Education, where, at Government expense, he will be taught the skills of the job he wants and is best adapted to learn. His training completed, the USES, working jointly with the Veterans' Administration, accepts the responsibility of placing the veteran in suitable employment. Finally, there are men who because of wounds, injuries, or illness are incapable of working. Through Veterans' Administration hospital facilities, which are the best that medical science has made possible, these men will be expertly cared for.

Dischargees—A Reservoir of Manpower

As the number of dischargees increases, steps to promote their orderly return to civilian life are being taken. The War Manpower Commission realizes that this group constitutes a sizable reservoir of unutilized manpower which can help increase the labor force. For the benefit of the Nation as a whole, as well as for their individual benefit, it is important that the men be returned to employment as quickly as possible. For this purpose, WMC has cooperated with the Army and the Navy in setting up special programs to expedite their placement. Three programs launched thus far are under the supervision of the Veterans' Employment Service of the USES. One covers a service to dischargees 38 years of age and over, and the other two are for Army and Navy dischargees. The program for men in the 38-year category is nearing completion. The USES and the Veterans' Employment Representatives have been working in close cooperation with Army authorities to promote the orderly release of approximately 150,000 men over 38 years of age who are leaving the armed forces to take essential jobs outside of military service. Men ready to leave the service were registered through facilities furnished by the USES at or near points of discharge. Veterans' Employment Representatives also carried out the task of effecting transfer of registrations from the points of discharge to local USES offices in communities where veterans prefer to work. Under War Department regulations, the soldiers in this group had to apply for release prior to July 1, 1943, unless individual extensions of time were approved by the commanding officer, so that this program may not extend much beyond July 1.

IN A RECENT RELEASE by the Office of War Information, it was reported that 97 percent of the Navy and Marine personnel sustaining wounds between Pearl Harbor and March 31, 1943, have recovered. Of all the wounded, only 2.6 percent died, *53 percent were returned to duty*, 43.5 percent are still under treatment, and less than 1 percent were invalided from service. The OWI report also said that available data on Army wounded show that recoveries in the Army are comparable to the Navy and Marine percentage.

The other two programs will facilitate the placement of all Army, Navy, Marine Corps, and Coast Guard dischargees, rather than only those over 38 years of age. These programs are similar in character. Navy officials who participated in the plan for its own dischargees took part in the Army councils where plans were drafted for cooperation between the War Department and the USES to facilitate the return to employment of released Army men. The program for the Army, by far the largest in scope, was completed and launched about a month ago. It follows the same procedural pattern, the same system of liaison, and has the same general and specific objectives as the Navy program. A description of the latter operation will therefore serve to explain them both.

Program for Naval Dischargees

The general plan of cooperation was first worked out between the Navy Department and WMC officials in Washington. Coordination between the Bureau of Naval Personnel, USN, and WMC is maintained by the administrative office of the Veterans' Employment Service in WMC's Bureau of Placement in Washington. Liaison is maintained by the State Veterans' Employment Representative between the State, area, and local WMC offices and the Commandants of Naval Districts and Medical Officers-in-Command of Naval Hospitals. Managers of local USES offices have the responsibility of furnishing registration facilities and otherwise simplifying registration of Navy personnel who anticipate discharge. Here are the major steps in speeding the release of the men:

1. If practicable, the man who is being discharged is interviewed by a USES representative prior to and

at the point of discharge. He is apprised of both his reemployment rights under the Selective Training and Service Act and his employment opportunities under the program for placement of naval dischargees. If the man wishes to waive his right to reemployment with his former employer and avail himself of the assistance of the USES in obtaining a new job, he is free to do so and the USES will proceed with his registration. For this purpose the USES representative uses a card of distinctive color, on which he records the pre-service and in-service experience of the prospective worker, together with such physical limitations as may interfere with his capacity, and other pertinent data bearing on his employability.

2. An ex-serviceman who will accept a specific job offer at the point of discharge and is ready for immediate employment is referred to a job in the local area, or if none is available to a job in another area through clearance. If a man wishes to return to his home community, his registration card is forwarded through the office of the Veterans' Employment Representative of the State involved to the "home" local office. The local office will call the registrant in for an interview; he may then be referred either to a war job or to a training course that will eventually lead to a war job.

3. Where extensive counseling or retraining of the veteran is required before he can be placed in a job, the local USES office will cooperate with the appropriate agency for rehabilitation.

The local USES office also informs the registrant who is qualified for Civil Service appointment of current opportunities in the Government service and directs him to the appropriate Civil Service District for futher information and guidance. In the larger cities, Civil Service representatives are stationed in the USES offices to facilitate that agency's cooperation on behalf of veterans. The Civil Service Commission has placed special emphasis on the recruitment of qualified disabled veterans for positions in various Federal agencies. Not content with mere routine announcement of opportunities available to the discharged veterans, Civil Service has instructed its regional directors and division chiefs to make positive efforts to see that disabled veterans are apprised of opportunities for War Service appointments.

The program for naval dischargees as of July 1 has been in operation 6 months. Results are highly satisfactory. Many of the naval casualties physically rehabilitated at naval hospitals and returned to employment through the good offices of Veterans' Employment Representatives and the facilities of the local USES offices saw action in the South Pacific battle area. The following is a typical case:

A sailor, blown off the deck of a battleship and badly burned, was left with a nervous disability after his wounds had healed. He was unable to control the shaking of his hands. When he returned home the USES office got him a chance on several jobs, but he couldn't overcome his nervousness. The local Veterans' Employment Representative, determined to find the right job for him, took him to a small machine shop, where he was given a job operating a punch and shear machine located in an almost secluded corner. Here he was able to adjust himself more readily to work and his nervousness diminished; today he is a valued employee, and the twitching of his hands is scarcely perceptible.

The Placement Record

While it is a little early to report on the placement record in behalf of the veterans of World War II, preliminary activities reports from approximately half of the States show that thousands of service dischargees of the present war have registered with the USES to avail themselves of its assistance in finding appropriate work. A sample survey indicates that as high as 75 percent of those registering have been placed, and the probability is that the placement record may be even better—so slight are the difficulties encountered and so anxious at the present time are employers to hire ex-servicemen. Their effect on the morale of the other workers is salutary, revealing itself in reduced absenteeism and stepped-up determination to do a superproduction job.

The ex-servicemen, now that they have been taken out of the "big game" before it is finished, want to stay as close to the war as possible and are themselves asking for war production jobs. This attitude underscores their importance as a valued reservoir of labor which WMC is depending on to close some of the gaps in the war labor force.

Deaf Workers Cut Turn-over

. . . *By*
UNITED STATES EMPLOYMENT SERVICE FOR PENNSYLVANIA

IN ASSISTING a local war plant with its staffing problems, the Wilkes-Barre local office urged the management to try deaf persons in the control pulley department of the plant. Here plastic pulleys are manufactured to be used in various types of aircraft for guiding cables which control the movement of wing flaps, ailerons, bomb doors, and other parts. The work involves 15 different machine and hand operations, such as cutting blank disks from plastic boards on a drill press, gaging their thickness with a micrometer, grooving the outer edges on an engine lathe, fitting brass bushings and steel bearings into the disks on a forming press, and inspecting the completed pulleys. The operations are largely routine in nature and require good vision, manipulative ability, and a temperament suited to repetitive work. The workers are trained to perform virtually all of the operations in the department so that they may be switched to any one of them when needed, but they are assigned to work mainly at the operation in which they are most proficient.

It was suggested to the plant manager that deaf workers were an available source of manpower and, in addition, would be less subject to turn-over than the nonhandicapped since they are not eligible for military service and not prone to shop around for other jobs. The USES representative pointed to the success experienced by other large companies in the use of deaf and other handicapped persons and to the fact that lack of hearing and speech would be no handicap in the performance of any of the operations involved.

Later the local office was requested to send a deaf person for a trial with this firm. The special interviewer who was handling the placement of handicapped workers selected from his file a deaf person who had mechanical aptitude, had worked as a handyman doing repair work for some time, was mentally alert, had good vision, was anxious to do factory work, and in general appeared to possess qualifications suitable for work in the pulley department. The new worker performed so satisfactorily that the company requested the referral of four additional deaf workers. The same care was exercised in selecting these applicants, and they, too, proved highly satisfactory. The company has been so pleased with their performance that almost two-thirds of the 36 persons now employed in that department are deaf persons, and it is expected that in time the entire department will be manned by workers with hearing handicaps.

The Pennsylvania Bureau of Rehabilitation cooperated closely with the USES in the recruitment of these additional workers, providing physical examinations and, in some cases, short courses in lip reading.

It has been found that workers with a hearing handicap have performed in virtually every respect as satisfactorily as nonhandicapped workers, and in some instances even better because surrounding noises do not interfere with their ability to concentrate on their work. Many have been found to be unusually quick in absorbing training, as their concentration on instructions and their highly developed rote memory enable them to imitate readily and accurately almost every movement of the instructor. In addition, many have a highly developed sense of touch, which aids in work performance.

The company is at present working out plans for upgrading the most promising workers into supervisory positions in the pulley department and into more highly skilled jobs in the machine tool department and other parts of the plant. Some have already been promoted to higher jobs, and many more are expected to be upgraded.

Thus, as a result of the carefully made initial placements of handicapped workers, this war plant is now able to maintain normal production in one of its important departments and is looking forward with confidence to continued production, unaffected by the heavy turn-over which has been plaguing so many other plants in this area.

Correction

"At Press Time" in the May issue of the *Manpower Review* stated "During the same period the NYA gave training . . . to 1,100 young men and women . . ." The correct figure is 1,100,000.

Training Dairy Workers

. . . *By*
W. C. CARLTON

Farm Placement Supervisor, United States Employment Service for North Carolina

IN NOVEMBER 1942, at the request of the Director of the USES for North Carolina, the Governor of that State called a meeting of farm leaders and farm agency heads to formulate plans for meeting 1943 farm labor requirements.

At that meeting the farm representatives indicated that one of the State's most pressing agricultural labor needs was for dairy farm workers. Even with a tremendous increase in milk production in 1942, supplies still fell short of the demand brought about by the expanding war program. To meet the problem it was suggested that the Department of Agriculture be asked to sponsor a training course for prospective dairy farm workers. While some doubted the feasibility of training farm workers, representatives of the USES and the Extension Service of the Department of Agriculture were requested to survey needs and launch an intensive drive for dairy workers.

The County Extension Agents supplied names of all dairymen in the State who had a herd of 20 or more milk cows. A check sheet was prepared by the Extension Service and the USES, requesting the dairyman to submit "Livestock and Labor Information for 1943" and also to show an "Analysis of Labor." This sheet was checked by the dairyman, sent to his County Extension Agent for review, and then returned to the Extension Service Director for review and action by the USES. Thus a fairly clear picture of the dairy labor situation was obtained. If the check sheet showed that a dairy operator had an obvious shortage of labor, his name, address, and other pertinent information were sent to the local USES office serving his area with the request that the operator be contacted immediately and an order for dairy workers obtained from him. Many operators, it was found, had expected a labor shortage to occur later and actually had no current need for additional dairy hands. USES offices still had unfilled orders for dairy workers, however, and a few operators showed interest in a training course.

Representatives of North Carolina State College of Agriculture, State Board of Vocational Education, Farm Security Administration, and USES met and made arrangements for a dairy training course. It was agreed that the North Carolina State College of Agriculture would provide training instruction and equipment, room, and board, while the Farm Security Administration would furnish medical care, transportation, and payment for room and board. The USES for North Carolina agreed to certify to the regional WMC office the need for training courses and the type of workers needed, giving areas of greatest need and areas from which trainees would be recruited; to recruit the trainees, restricting this recruitment to unemployed or under-employed persons; and to place the trainees, upon completion of the course, on essential dairy farms. The FSA and USES were to accept orders from dairy operators for trainees, channeling these orders through the Raleigh local USES office.

Eight USES offices in the western mountain section of the State were given quotas for recruiting for training able-bodied workers under-employed on submarginal farms. Since some local office areas covered as many as five mountain counties—some of them isolated—complete coverage was impossible. Consequently, the FSA was requested to aid recruitment in the farthest outlying areas. Since the previous survey made among dairy farm operators provided information on extent of need, areas of need, pay scales, and living conditions, those recruiting had fairly specific information to give to persons interested in employment possibilities upon completion of the course.

The first dairy training course was scheduled to run from January 15 to February 6, with 32 men between the ages of 18 and 50, half of whom were married. The trainees were divided into five groups. Two groups began an 8-day course in dairy work; one, a 4-day course in poultry work; one, a 4-day course in swine work; and one, a 4-day course in repair of farm machinery. The groups alternated courses until the 3 weeks' training was completed.

Experience proved that with instruction limited to small groups, each instructor could give attention to individual trainees while they worked under actual farm conditions. Although the trainees had grammar school educations, no textbook or lecture courses were used. Instead, dairy cows, poultry, swine, and farm

machinery were the "textbooks." The workday began at 4:30 each morning, 7 days a week, and ended about 6 in the evening. The course was organized so that a trainee with a simple farm background could easily learn to use milking machines, mix feed, acquire the fundamentals in poultry and swine care, and become familiar with the best methods of repairing farm machinery.

The Raleigh office was designated the applicant-holding office and the Farm Placement Interviewer was made the placement officer for the training course. We agreed to spread the placement of the first trainees to shortage areas in all sections of the State. Local offices were given the details of the course, informed of the type of trainee available, and advised as to the procedure for placement. Conferences with the instructors were held by the placement officer, and a careful record was maintained on the progress, aptitudes, and abilities of each trainee. The last day of the course—Graduation Day—was set aside for the prospective employers to come to Raleigh to observe the work of the trainees and to interview applicants for job openings.

The skepticism of some dairy operators who doubted the practicality of dairy training revealed itself in the slowness with which initial orders materialized. For a few days it appeared that there would not be enough work opportunities for the trainees. Many sub-standard orders for workers could have been obtained, but these were not considered. When "Graduation Day" rolled around, however, many dairy operators came to North Carolina State College to interview the trainees, while others, limited by travel restrictions, depended on the placement officer to make a selection for them. At the end of the day a check-up showed that all trainees had accepted either working agreements or referrals to job openings. Pay offered ranged from $15 to $25 per week, with housing, garden space, and milk furnished by the dairy operator; free transportation to the worker's new home was provided by the FSA.

The first dairy training course had scarcely begun when representatives of the cooperating agencies met to plan a second course. Instructors reported that trainees had been apt, energetic, eager to learn, and highly commended the work that was being done. The plans formulated recognized the major difficulties and errors of the first course and provided closer working relationship between the cooperating agencies, especially FSA and USES.

Local USES offices recruited trainees for the second course at the same time they found openings for graduates of the first course. Publicity stirred up general public interest and was responsible for workers with previous dairy experience taking jobs.

The second training course got under way by February 8. No time was lost by the local USES offices in soliciting work opportunities for graduates of the second course. They wanted more time to match men and jobs carefully. Orders soon began to come in, and preliminary selections were made on the basis of information on job order forms, grades on progress and performance as reported by the instructors, and from studies of background and interests secured with the aid of an FSA liaison officer. By this time, men from the first group had had an opportunity to prove to dairy operators what they could do. Operators found them earnest, hard-working, and efficient dairy hands whose value increased daily. On the other hand, the men placed on the dairy farms were pleased with their new surroundings and the work they were doing. This two-way favorable reaction to the training program proved that war training in agriculture was feasible and practicable.

The placement officer was soon swamped with orders for applicants. Two of the largest dairies in the State hired men from both courses. Priority of placement, however, was given, other things being equal, to those dairy operators on whose farms the workers could make the biggest contribution in this essential activity. Because of the small size of the class many of the orders received could not be filled.

The success of these courses is shown by the fact that dairy training instruction was continued with a third group of "pioneers" who began their chores at North Carolina State College on March 15. Another group will follow shortly.

NEXT MONTH:

The August issue of the *Manpower Review* will have for its theme "Wartime Tasks of the Local Office."

EMPLOYER LEARNS BY TRIAL AND ERROR

All The Way With WMC

. . . *By*

IRA CURTIS

Senior Interviewer, United States Employment Service, Salt Lake City, Utah

IN JUNE 1942 a new industry came into the Salt Lake City area. It was concerned with the manufacture of a technical war product, the production of which would require many new occupations foreign to the area. This would necessitate training for practically all of the new personnel engaged, 80 percent of whom were expected to be women. With foremen and supervisors from other company plants, training of approximately 2,000 workers anticipated for 1943 was begun.

While the new plant was nearing completion, USES contacted company officials whose policy had been to conduct their own hiring negotiations. The company agreed to use USES facilities, but it also would continue to hire at the gate. It did, however, give the employment office representative an order for two office workers. The selection of workers to fill these two openings was fortunate. The applicants were exactly what the company wanted. However, no further orders were forthcoming until some time later.

On completion of its plant the company advertised for workers through local papers and radio spot announcements. The deluge of applicants, most of them women, was determined to be heard. Each day their number increased. One . . . two . . . three hundred persons of all ages; some with work backgrounds, others totally inexperienced. The situation was overwhelming, the company confused.

When the USES representative called again, he found the company ready to use its facilities. Having once decided to use the Service, they went all the way. Signs posted in the plant stated that no applicant would be hired unless he was referred by the local office of the USES. The results were astonishing. Unfortunately for USES, its representative had forgotten to advise the intake section of his new arrangements. The result was that next morning the office was filled to overflowing and long queues of women lined the street. Nevertheless, the USES registered everyone and prepared lists for future referrals.

While this was going on a USES representative was making an occupational analysis survey of the plant and preparing master order cards. The minimum requirements set by the company were pretty "stiff." The age limit for men was 18 to 35; for women, 18 to 25, with those 19 and 20 and of small stature preferred. Single women and married women without family ties (wives of men in the armed forces) were given preference.

The company had advised our representative that one of its California plants had secured excellent results through a series of aptitude tests administered by one of the California offices of the USES. Similar tests for the Utah plant were promptly arranged and were of material assistance in the proper selection of applicants. Because of the nature of the work involved, the tests were confined principally to finger dexterity and eye and hand coordination. Some consideration was given to the idea of pre-referral training. However, since the special equipment used was manufactured exclusively for the company and could not be spared from the production line, in-plant training was deemed preferable.

As the work progressed and the placement officers became more familiar with the type of workers needed, use of aptitude tests was no longer necessary; at present it is being used only where there is doubt as to the applicant's ability.

As cards in the active file became exhausted and lists of applicants were depleted, the USES suggested to the company that it raise the age limit to 30. The company agreed. Thereafter, this age limit was progressively raised first to 35 and finally to 40. A few women over 40 have also been hired.

Another factor which hampered recruitment was the company's policy of refusing to hire any person not a resident of the city or who did not live within commuting distance of the plant. This necessitated considerable screening upon the part of the placement officers because of the great influx of workers from other areas, and the hundreds of army wives who were moving into the area and who wanted temporary jobs.

Transportation was another headache. Because of the distance from the plant, hundreds of referred workers failed to report for interview. Finally, by placing them in a taxi and sending them down in

(*Continued on page 13*)

RELAXATION OF WORK STANDARDS IN—

Employment of Youth Abroad

. . . *By*

FOREIGN LABOR MARKET STUDIES UNIT, WAR MANPOWER COMMISSION

WHAT HAS HAPPENED to youth abroad under the impact of war production needs? What are the possible implications for this country, now that increasing labor shortages have turned our attention to the employment of youth?

In Great Britain, Russia, and Germany, the employment of persons under 18 years of age was carefully restricted before the introduction of war programs, but today the pressure of war production labor requirements has forced relaxation of these provisions. Before the war, full-time employment of children under 14 was prohibited, except for such jobs as delivery work after school and during vacation periods. In Great Britain and Germany, employment of those under 18 was limited to an 8-hour day, 48-hour week; in Russia, to a 6-hour day, 30-hour week. All three countries prohibited overtime, holiday, and night work. Periodic examinations kept a check on the physical fitness of young workers.

At present growing labor shortages due to the intensified war programs have steadily reduced age limits; today, children 12 to 14 are employed in agriculture in all countries. Great Britain still maintains restrictions on the employment of children in hazardous occupations, but in Russia and Germany those in the 14–18 age group are engaged in many hazardous occupations from which they were previously barred. Workdays have lengthened: in Great Britain and Germany, persons under 18 are now working 10 hours a day, 6 days a week, with no bar to Sunday or night work.

Great Britain

Before the war the employment of persons under 18 was regulated by legislation which extends back over 50 years. Under various acts, culminating with the Employment of Women, Young Persons, and Children's Act of 1920 and the Factory Act of 1937, the minimum age for children employed in mining, quarrying, manufacturing, construction, and transportation was set at 14. Laws provided for mandatory rest periods (½ hour every 4½ hours) and practically excluded youth from working in such arduous, unhealthful, and hazardous occupations as loading and unloading heavy commodities, underground work in mines, and those which involve exposure to inflammable liquids and poisonous chemicals. Furthermore, all persons under 16 were required to present medical certificates of fitness before they could be hired.

With the outbreak of war in September 1939, limitations on hours of work for youth were lifted to the point where youth under 16 could work a maximum of 48 a week, those from 16 to 18 were permitted to work 54 hours a week, while boys from 16 to 18 could work 57 hours a week in certain armament industries. The Dunkirk disaster swept aside all restrictions on hours of work; youth, women, and men alike worked as long as 72 and 80 hours a week in plants which were humming 24 hours a day, 7 days a week to make up for the loss of war matériel. Fatigue and increasing absenteeism, however, led to a series of administrative orders which limited hours of work in certain essential industries; for boys under 16 Sunday work was permitted, but night work was prohibited, and 1 day of rest in every 7 was required. Youth from 14 to 16 could work up to 48 hours a week, those from 16 to 18 could work a maximum of 60 hours a week, but rest periods were not suspended.

Have the orders been rigidly enforced? Apparently not, according to a leading British publication which reported last year that youth were frequently employed for 50, 60, or even 70 hours per week. About the same time a member of the House of Commons reported that in munitions, aircraft, and construction industries 16- to 18-year-olds were normally employed from 60 to 80 hours per week. However, the pre-war regulations governing the employment of youth in hazardous occupations were not only retained but were extended. Thus, in April 1942 the Minister of Labour and National Service prohibited the employment of persons under 16 in occupations which involved exposure to radioactive substances.

Workers under 17 are subject to the same compulsory labor controls as adults, but such controls are not so rigidly applied to them. Since March 1941 no worker is allowed to change his job. However, it is interesting to note that in September 1942 the

Minister of Labour and National Service stated: "It may be appropriate in some cases to allow a juvenile to leave war work for a career offering good prospects even where he will make no immediate contribution to the war effort." Nevertheless, a number of boys under 17 have been subjected to compulsory control, particularly in instances where they leave coal mining to enter other industries such as construction. In such cases they are usually compelled to return to the mines. In November 1942 the Minister of Labour and National Service stated that occasionally it may be right for the employment service not to allow young persons to change jobs.

While juveniles are subject to compulsory transference away from home, they are normally not required to accept employment beyond daily commuting distance. Where they volunteer for work away from home, parental consent is usually required. The employment service will also consider any parental objection to the employment of a juvenile in a dangerous occupation.

Russia

Before the war, employment of persons under 16 was forbidden, except where a work permit was granted for those 14 to 16 in pressing financial need. Working hours were limited from 4 to 6 hours a day. Overtime, night work, and employment in hazardous occupations was forbidden altogether. Today, with the war in its front yard, Russia has lowered the child labor limit to 17; children as young as 12 must work on farms. Those aged 12 to 17 may work 8 hours a day, although night work is still prohibited.

The Soviet Government has also relaxed the restrictions regarding employment of youth in hazardous and unhealthful occupations. Youth from 14 to 18 are now permitted in these occupations, although previously all under 18 had been barred. In fact, all youth over 14 are now treated as adults. Those from 12 to 14 are employed in special "children's workshops" which manufacture essential civilian goods and war supplies. All youth between the ages of 14 and 18 are now conscripted for some type of essential work. However, those conscripted for industrial work must be employed in their home communities.

Germany

In Germany, also, before 1933, the employment of youth was restricted to short hours, nonhazardous occupations, and day work, and was governed by various national and state codes. With the advent of the war production program in 1935, however, young persons under 18 were hired for dangerous and unhealthful work under a lengthened workweek. In 1938 all the divergent codes were consolidated by the Youth Protection Law; it covered entrance into the labor market, hours of work, and employment in hazardous occupations. In many respects, however, the law, under pressure of severe labor shortages, merely regularized existing industrial practices.

Youth were permitted to work nights, Sundays, and holidays. Those over 16 were allowed to work 9 hours per day; in emergencies, they could work as long as 10 hours per day and 60 hours per week. Restrictions concerning all but the very hazardous occupations were dropped, and the outbreak of war abolished even these restrictions. Children from 10 to 14 became employed in agriculture, and during the peak agricultural season, school authorities are required to close their classrooms, so that the children may help out in labor shortage areas.

★ ★ ★

While we are coming to grips with the problem of the employment of youth, it must be remembered that (1) the countries mentioned above have been at war a much longer time than we have and have suffered its ravages at first hand, and (2) we still have labor surplus areas, whereas they have exhausted all other labor supplies. However, with the demands of extended war fronts and war production increasing, it is well that we study the experiences of foreign countries; even if we do not use them as guideposts to our own course of action, they may serve to warn us of pitfalls.

(Continued from page 11)

groups of three and four at company expense, we were able to get them there. Arrangements were later made for positive recruitment by the company, and desk space was provided in the local office to meet its needs. This system is still in use. On specified days and times a representative of the company calls at the local office. Applicants are referred and hired on the spot. The result is that whereas previously 50 percent of referrals materialized in placements, now the score is about 80 percent. This means reduced placement costs to the USES and a much more satisfactory hiring schedule for the company.

Considering the rigid demands of this company and the many other firms we have to serve in an expanding industrial area, this local office is rather proud of its accomplishments in this case. We think they demonstrate that results *can* be achieved *even* under trying circumstances when both sides see eye to eye and are determined to coöperate.

Backing The Big Team

. . . *By*

GENEVIEVE CAROLAN
Employment Interviewer, and

RUTH MITKOWSKY
Occupational Adjustment Interviewer, United States Employment Service, Waterbury, Connecticut

RECENTLY the American public was stunned by the revelations of the Youth Movement in Germany as depicted in *Hitler's Children*. In contrast let us look at voluntary contributions of American youth in Naugatuck, Conn., a typical mill town serviced by the Waterbury local USES office.

A few months back a war plant was finding it difficult to meet demands for production. The local supply of full-time workers had been exhausted, as well as the supply in Waterbury, from which the plant drew a large proportion of its staff The partial solution to its problem came in the guise of the Victory Corps, a group of high school boys and girls. Working 6 days a week, 4 hours a day, they are setting an enviable record for both attendance and production. Proof of their earnestness came on Thanksgiving Day, when the most popular football game of the season was being played. Would they knock off and go to the game or would they decide to back a bigger team—the United Nations—playing the most important game in history? The kick-off found them on the job, with work interrupted only at brief intervals to cheer reports on the game furnished by an appreciative employer.

A check of the school records of the Victory Corps students showed that work was not interfering with study. There was no drop in grades, and teachers reported that "problem" children settled down under the new outlet for their energies, showing marked improvement all around.

The Corps, small at first, grew steadily. By December 1942, 146 students were checking their books at the factory gate to join the industrial army for the afternoon. By March 1943 the number had grown to 400.

The heartening experience with high school part-time workers led the same company to seek others. A group known as the Housewives Brigade consisted of patriotic women who consented to work from 10:30 a. m. to 2:30 p. m. The problem of working is complicated for them by the problems of household management, particularly the job of marketing. However, tradesmen cooperated by taking early morning orders and holding perishables in the icebox until the women in the Housewives Brigade could call for them on their way home from work.

The company reports a fine attendance record for the women, well above average, in spite of Johnny's cold and Mary's toothache.

Experiments with part-time labor have been tried in other Waterbury plants. It is not unusual for two men to team up in their off hours to fill a shift in the local factory and thus release a man for more skilled work.

Just as youth, women, and employed men have pitched in with part time, so have older and physically handicapped persons. One Occupational Questionnaire showed a man "unemployed and physically disabled." When called in to the USES office, the interviewer discovered he was a veteran and, although his physical condition was far from par and his age 45, he was placed in a job because of past experience as a foreman in a finishing department, and soon thereafter he advanced to an inspection job in a large munitions plant.

Then there was the man of 62 who could walk only on crutches. He had been a welder but had to give it up for physical reasons. He had experience, however, in another important line—firearms—and it was possible to place him on a small bench lathe, polishing down parts, where good eyesight and dexterity—two of his qualifications—were important.

There are cases, too, of men of 68 working as shipping clerks, men of 72 working as tool crib attendants. Age alone is no deterrent to a war job; it is usually some other factor that prevents the individual from working. One man couldn't verify his citizenship. This was soon ironed out and he was placed in a job. True, it was not an important one—sweeping—but it freed another man to do vitally essential work and *that* was important. Another fine old gentleman of 76 is working, not because he needs the money, but because as he says "it might help my sons and all other sons at the front."

Indianapolis Packet Plan

. . . *By*
UNITED STATES EMPLOYMENT SERVICE FOR INDIANA

INDIANAPOLIS, with a dozen major war industries each employing a thousand or more war workers, and with almost a hundred smaller firms converted or converting to war products manufacture, faces an ever-growing recruitment problem. The cream had been skimmed from the supply of unemployed males even before Pearl Harbor. Hiring restrictions as to age and physical condition were scaled downward during the early months of 1942. By midyear, more women were entering the factories, and bars against aliens and Negroes were being pushed aside. Workers employed in nonwar jobs were being lured into war industries at every opportunity. During the fall months, employers, were scraping the bottom of the labor supply barrel, and industries were threatened with loss of important war contracts because they needed workers.

The Indianapolis office of the United States Employment Service believed that there was enough labor available to supply local needs, but unusual recruiting methods and training programs would be needed to develop it, since many of the potential workers would be drawn from among housewives, handicapped persons, and racial groups heretofore subjected to discrimination.

The Indianapolis packet plan—so-called because it consists of not one plan but of a number of inter-related plans—is a cooperative undertaking utilizing in each of its phases the facilities of all Government training agencies and the active participation of local employers.

O. Q.'s Furnish Leads

The usual recruitment steps preceded the packet campaign. The active files were combed and recombed. Inactive files, too, were minutely examined. Occupational questionnaires furnished leads. Radio stations and daily newspapers were used to publicize the need for workers. The local Chamber of Commerce, various union groups, and manufacturers' representatives—all exerted influence on publicity channels. Press releases were distributed to nearby county papers. Posters, pamphlets, form letters, and handbills helped produce results. The supply of workers nevertheless shrank and orders swelled in number.

The first plan of action to be drawn from the packet was the RCA "Recruit a Production Soldier" campaign. A committee representing the Radio Corporation of America (then in urgent need of women employees), the USES, the NYA, war production training program officials, and the American Women's Voluntary Services met to develop plans for a recruitment campaign of giant proportions. The conference brought forth the idea that RCA's employees were the "best bet" for recruiting workers similar to themselves chiefly from among friends and relatives.

Assignments were made to individuals at the conference. RCA agreed to post bulletins and posters throughout its plant, to broadcast spot announcements on its loud speaker system, and to carry a complete story of the campaign in its plant paper. USES prepared the RCA publicity, wrote city-wide news releases, and composed radio "spots." NYA workers designed and executed 50 posters for plant display. AWVS workers stood at the plant gates and distributed to workers leaving each shift handbills and introduction cards to be presented by potential workers to the USES interviewers.

RCA employees likewise publicized the "Recruit a Production Soldier" drive. They talked to friends and gave USES introductory cards to everyone they could interest in either employment or training for employment. The war production training schools streamlined their training program to fit requirements of the war plants. Courses in small electrical parts assembly were instituted and instructors hired from among employees and foremen of the RCA plant.

While this particular drive produced only "fairly good results," it nevertheless strengthened the tie between the participating groups and emphasized the labor supply problem. It also produced several hundred applicants who were referred to training schools and later placed in industry, and it enabled the Indianapolis USES office to capitalize on errors in carrying out later recruitment drives under the packet plan.

The defects of the plan were shown to be (1) lack of sufficient advance planning, (2) bad timing between publicity and start of campaign, and (3) lack of personal appeal and incentive for worker participation.

In a recruitment drive for the Electronic Laboratory the packet plans provided another technique. A committee of workers from the plant was to direct the campaign on a competitive, departmental basis. USES representatives personally addressed large groups of workers, while committees of plant volunteers canvassed homes within a half mile of the plant to find workers who would not need housing and transportation.

Enlisting OCD Block Wardens

Another employer, the P. R. Mallory Co., expected to hire 600 women within 2 months. In addition to the in-plant and other activities outlined in the RCA drive, OCD block wardens were brought into the picture, agreeing to canvass every house within a mile of the plant. Before the campaign, handbills printed by USES were distributed by Boy Scouts.

The block wardens and about 80 members of the AWVS received intensive training at night sessions in the local USES office on how to fill in application blanks and answer questions. They received kits containing application blanks and introductory cards to be given to residents in their assigned block, provided they were unemployed or not working in war jobs.

The results of this plan, too, were disappointing but could be attributed to the unusually high percentage of employment in the district and to a preponderance of mothers with small children. However, the campaign was not totally without its merits, since applications taken subsequently proved to be a source of additional workers.

During the Mallory campaign and for 2 weeks after, the Indianapolis local office maintained a night staff of USES employees and trained AWVS members so that workers from less-essential industries could register for training or war employment during their off-duty hours. This feature was a separate packet plan although designed as a component of the Mallory campaign.

Packet No. 5 featured a special introduction card given to all persons placed in war jobs or war training classes. These persons, having benefited by either a job or free training through the USES, passed the information on war employment opportunities on to other friends. This makes more people conscious of the fact that the USES is doing a real placement job in Indianapolis.

Under another packet plan, local war plants who use the USES are given cards to pass out to all persons applying for work but not hired. This plan is effective in producing trainees, since applicants who fail to get jobs because of inexperience readily seek training. Employers who have exclusive hiring agreements with the USES in Indianapolis use this plan also, and local people are beginning to realize that the card of introduction is their best chance to get a job with the company.

Packet No. 7 is a civic cooperation plan. The seven public high schools in Indianapolis were used for evening interviews by USES staffs, with trained AWVS workers assisting in the registrations. This plan saved the applicant a trip to some distant point uptown to register for training or employment, since he could register at any nearby high school. As many of the schools are used for war production training classes at night, applicants had a chance to see the training classes in action.

Packet No. 8 had a large display "ad" paid for by employers as a group project, but carrying no name except that of USES. The "ad" asked for "type" applicants who could be used by any of the participating employers, or for skills which were needed locally and were on critical shortage lists.

Plans 9, 10, and 11 have tools as yet unused.

No. 9 will present a comprehensive display with members of a war production training class receiving training. (The trainer would be selected from the special school now being established in the Indianapolis USES office.)

No. 10 will feature a display workshop in a downtown building where employees of a designated company will work and recruit new workers at the same time.

No. 11 will be concerned with solicitation, through the schools and the parent-teacher groups, of all homes where children are old enough to make a child-care problem inconsequential.

Banner Year Expected

This packet recruitment program does not hope to obtain the 20,000 new workers Indianapolis will need during 1943, but it does expect to find a major portion of the needed applicants. In combination with regular recruitment methods, continued publicity, and progressive placement and registration work, the Indianapolis office of the USES expects to make 1943 a banner year in which it will far surpass the number of placements it made in war industries in 1942.

On LOCAL OFFICE FRONTS

BALTIMORE RELIEF ROLLS YIELD MANPOWER

A MORALE-BUILDING PROGRAM developed by Baltimore's Department of Public Welfare is convincing many long-time relief recipients who are able to work that jobs are available if they will go out and look for them.

The program replaces a practice of just dropping from relief rolls a group of recipients who, despite physicians' recommendations that they could hold down light jobs, had come to consider themselves unemployable.

To help this group, the morale program was started in October 1941, as an experiment, with 120 families as the subject. All but 17 of the families had received from 3 to 9 years' public assistance. The number of families was increased to 305 by July 1942, when the following results were reported:

Persons supporting 174 of the families had found jobs, and their cases were "closed," with the city relieved of further financial responsibility; 107 family heads were looking for jobs; 24 had been reclassified as unemployable.

The entire group included the seriously physically handicapped, socially maladjusted, alcoholic, young employables born and raised in families dependent for years, and older people discouraged from job hunting.

Point of the experiment was to convince these relief clients that they were employable and should try to find work. As family heads were declared able to work, they were interviewed by the welfare department. Changed economic conditions were pointed out and dearth of manpower was stressed. They were then advised where to look for work, and told that continuing eligibility for assistance depended on their efforts to find a job. The relief check, they were assured, would continue during the search for employment.

Most of the jobs obtained by the relief recipients were light and limited in nature. The United States Employment Service was utilized for vocational placement, and the Maryland Vocational Rehabilitation Service for retraining the handicapped. Claimed illnesses were investigated to give assurance that relief clients were able to work.—NEWS BULLETIN, *Public Administration Clearing House, Chicago, Ill.*

TRENTON CALLING WOMEN

WOMEN ARE PLAYING an extremely important part in war production activity in Trenton. As a matter of fact, they are preferred by manufacturing concerns doing war work for several reasons: (1) The draft does not affect them directly; (2) their easy adaptability to precision work; (3) their ability to do routine light bench work; (4) their lower turn-over. Thousands of women are needed for employment in this area, and our immediate problem is to recruit them. All available means of publicity—new papers, radios, theater trailers—have been utilized by the USES in the effort to make women job-conscious.

Fraternal and social organizations are contacted by telephone and letter, and speakers address groups in an effort to recruit trainees. Our files are checked periodically to induce women to take training for war jobs. The cooperation of relief agencies has been solicited to keep training stations filled. A meeting of representatives of about 100 organizations discussed recruitment, mainly of women, for the war effort.

Training in the Trenton area has consisted almost entirely of earmarked courses. While this type of program appears to have been successful, many qualified persons have been lost in transit, due to the inconvenience of referring the applicants to the concern for earmarking with a consequent interview, physical examination, and referral to the training school. Each process involves considerable delay, and many applicants who otherwise would have been

referred to school and completed their training have disappeared. When likely prospects now arrive at the office, they are persuaded to enter training courses, and after one week of training they are advised to file applications for employment at the concerns which have the greatest need for their services. References and statements of applicants are checked during the remainder of the training period, so that at the conclusion of the course the applicants are ready to begin working at their war jobs.

Discriminatory hiring practices have been markedly curtailed. A large aircraft manufacturer is now employing Negroes in both unskilled and semiskilled jobs and is training them for skilled positions; he is also conducting an experiment by training Negro women as welders in the plant. If this experiment is successful, in-plant training may be utilized in other types of work for Negro women.

Women are in great demand by all employers because they have been very successful in war production jobs. "In operations involving routine and detail, they have proved superior to men," says a representative of an aircraft manufacturer. "The trouble is," he added, "that we find it difficult to get enough women to fill the jobs we have available. We could place several hundred trained women immediately, and we will accept unskilled women for in-plant training if trainee graduates cannot be secured."—BENJAMIN KAUFMAN, *Manager, USES, Trenton, N. J.*

INDUSTRY COOPERATES IN WORKER TRANSFERS

THE USES in the Calumet region of Indiana has been making every effort to transfer workers from less-essential jobs to war work. In this drive it places stress upon an educational program to acquaint the general public with the opportunities available in the war industries.

Radio has been one of the best media for this purpose. The Hammond-Chicago station WJWC has three 10-minute programs a week describing specific job orders held by the USES. Also, in cooperation with this station, a 15-minute program is given weekly on opportunities in war production training classes and available job openings for trainees. Station WJOB in Hammond carries spot announcements throughout the day of job openings in essential plants and presents weekly a 10-minute program, listing job orders held by the USES.

The response to this publicity has been excellent. Many persons, employed in less-essential industries, have come to the USES to seek employment in a war plant, where they were transferred after receiving war production training.

Recruiting drives were also publicized through an extensive advertising campaign, launched at the expense of the industries. The USES offices remained open nightly in order to interview the applicants. The newspapers carried stories on the employment crisis and the further tightening effect of increased war production expected in the future.

The Work Projects Administration authorities have worked very closely with the USES in releasing workers from WPA rolls to fill vacancies in local war plants. In conjunction with WPA a great number of WPA workers who had been training in the war production training classes were placed in war plants. In one instance, a large number of welders were obtained from the WPA rolls in this area and through pooled interviews in other areas.

The Railroad Retirement Board in Chicago also cooperates. The Board Placement Director recruits ex-railroad men to fill our orders for the local war plants.

The Occupational Questionnaires have been used in an attempt to transfer workers in less-essential jobs to war work. However, most of the recruits from the O. Q.'s have not been so willing to make the transfers to war work as those who came in voluntarily as a result of publicity.

A large percentage of those men who filled out Occupational Questionnaires are now working at their highest skill in an essential industry; those older men now employed in the retail trades are frequently reluctant to make a change. Many of these own and operate their own business and are not anxious to abandon it; others feel a moral responsibility to their employers, who hired them during the depression years. However, as the retail trades continue to feel the pinch of war, many of the workers will transfer to war jobs.

Women have shown an eargerness to make the transfer to war work. Their response to war production training, followed by a war job, has been enthusiastic.

Labor pirating has been at a minimum in the Calumet area, and employers on the whole have been very cooperative. Recently one employer was forced to lay off 400 welders as a result of the curtailment of a Government order. The employer sent a list of the men concerned to the USES and advised the welders to report to the employment office. We contacted a

company in Evansville which was vitally in need of welders, notified war industries in the area that used welders, and informed the central placement office in Chicago of the lay-off. About 250 of the welders reported to the local office, where a pooled interview was held by a representative of the Evansville company. The welders were all placed in war work, within a week—a number of them with the Evansville company, a great many with Chicago companies through the central placement office, and the remainder in local war industries.

War industries and nonwar industries alike in the Calumet area are lending every support to the USES in carrying out the vital job of staffing war production plants.—MRS. MONTREW DUNHAM, *Sr. Interviewer, USES for Illinois.*

ELIZABETH APPRAISES AVERAGE WOMAN

IN THIS AREA the registration of women has been very successful. Many of them have registered for war work feeling it to be a patriotic duty. This has resulted from considerable newspaper and radio publicity and from having interviewers request applicants to tell their women friends that industry needs them.

The use of women on a large scale and in so many diversified jobs in this area is too new for an accurate report on their performance. However, it has been found that women, thus far, are doing a creditable job, especially where their tasks are of a repetitive nature, involving one operation, and calling for dexterity. Industries as a result are breaking down jobs into simplified operations.

The average shift in this area is 8 hours a day, 6 days a week. The women show an attendance record favorable to that of the men, with the exception of the midnight to 8:30 a. m. shift, on which absentees are quite numerous. Negro women, too, are meeting the working standards of local war industries. They are given in-plant training.

A local housewife who became interested in doing her part in the war effort called at our office and was registered for work. She was sent to a vocational training school for a 4-week course in aircraft riveting. The course completed, she was referred for placement, given an additional 2 weeks' training, and showed such aptitude that, instead of being referred to an industrial job, she was made an instructor and now trains hundreds of others. This woman had had no previous factory experience. Just an average American woman at the outset, she discovered she had unsuspected abilities and could put them to use on the production front.—THOMAS WACHENFELD, *Manager, USES, Elizabeth, N. J.*

FINDING NEW WAR WORKERS

SUCCESSFUL TRANSFER of workers to war production work from nonwar activities requires techniques similar to those used in recruitment from among the unemployed. However, recruitment among employed workers generally requires a larger volume of work to achieve comparable results—review of more registrations, sending of more call-in cards, and completion of more pre-referral interviews.

Transfer of workers from less-essential to war activity in Flint has been greatly facilitated by wide demand for practically all essential skills, large orders with flexible hiring specifications, high hourly rates, and high weekly earnings. Flint's major war plants, employing over 55,000 workers, allow the USES great leeway in referring groups of workers possessing various kinds and degrees of skill, including as they do many machine shops and foundries and other departments of the large war plants which do not limit referrals to specific occupations requiring specific skills.

Local efforts to effect transfers were helped along by the approaching completion of industrial and home building programs. The gradual decrease in construction facilitated the transfer of workers in building construction and allied fields to war plants.

Leads to recruitment of employed workers are mainly in Selective Service Occupational Questionnaires and USES job application files. Appeals through radio and newspaper publicity and outdoor advertising may also be effective. Circulation of information on high wages and favorable working conditions in war plants also has a favorable effect on the trend to war work.

Constant review in all classifications of the active and inactive registration files has assisted greatly in uncovering skills or training which can be garnered for the war effort. Regularity of review has been found to be more effective than periodic inspections. Re-interviews may develop complete information regarding skills or training previously only casually mentioned and not considered sufficient to establish a code. In this manner many workers were found who eagerly transferred to war work.

In Flint, Occupational Questionnaires have given the largest number of leads and thus are the most

important source of transfers. Upon their receipt Occupational Questionnaires are immediately reviewed for workers who reveal some essential or critical skill but who are employed in less-essential activity. From April 27, 1942, when the O. Q. program started, through January 13, 1943, the Flint USES office received approximately 74,000 Occupational Questionnaires. Of these, 4,700 reported that the workers possessed a critical skill but were not using it on essential products. Not all of these persons however were called in for interview. Their O. Q.'s first had to be screened against both active and inactive registration files. The Flint USES office has registered from 75 to 85 percent of the local labor force, with at least half of the O. Q. registrants having filed job applications with the USES at some time during the last few years.

Interviews usually follow a pattern designed to bring out as quickly as possible whether the worker is in general available for a war job without initially revealing a specific job opportunity. The applicant's qualifications, other than training or experience, such as physical fitness, citizenship status, draft status, or other condition which might affect referral, are considered first. This terminates the interview for those who cannot be offered a referral and thus avoids the adverse psychological effect of an interview in which a specific job opportunity is denied because of some condition unrelated to skill or training.

If it is decided that the applicant may qualify for a war job, the interview veers toward a particular employer's order. When final skill has been determined and referral is possible, the change to war work must have the registrant's consent. This is a selling job, and individual circumstances control the interviewer's strategy. If an individual's present earnings are low compared with possible earnings in war work, he is easier to persuade. If his earnings, however, compare favorably with war production wages, then putting stress upon other points such as the workweek, transportation, regularity of hours, working conditions, expansion of skills, overtime pay, community prestige, future opportunity, group insurance, and social security advantages may persuade him to change. In short, an effort is made to develop some motive other than patriotism for the change. Only when other motives fail should a patriotic appeal be made, since the applicant may consider it as an implication that he has been wanting in this respect.

If the regular application files reveal that a registration would be unsatisfactory for referral to a war plant because of continuing failure to do satisfactory work on previous jobs or because of severe physical handicap or other reason, he is not called in for interview. Of the 4,700 workers reporting critical skills not utilized on an essential job, 4,550 were called in and 3,950 responded.

As a self-registration form, the Occupational Questionnaire is subject to a wide range of error, influenced by local rumors, personal ambitions, or misunderstandings. Thus, a rumor that many engine lathe operators were about to be hired at a large local plant might be followed by an unusual number of O. Q.'s indicating previous experience on engine lathes. Such claims were generally not substantiated in subsequent interviews. Of the 3,950 persons reporting critical skills, only 2,600 were actually found to have critical skills which they were not utilizing in an essential activity. In some cases, of course, the worker had transferred to an essential job requiring use of his highest skill before we had a chance to interview him.

Total referrals offered to employed workers under the O. Q. program in Flint amounted to 235 by January 31. Of these, 187 responded and 186 placements were made. Such referrals included offers of all types of jobs in essential activities. Of 54 referrals to essential occupations offered to employed workers by the Flint office from July 16, 1942, to January 31, 1943, 46, or 84 percent, were accepted, and all but one of these referrals resulted in placements. Partial explanation for the high proportion of referrals which were apparently not to jobs in essential occupations, although they were in essential activities, is the fact that major Flint employers have often placed orders for factory workers without specifying the particular jobs to which the workers may be assigned if they are hired. Thus, an unskilled classification has had to be used in coding the referral or placement.

As might be expected, more than half of the transfers came from clerical and sales workers. In the clerical and sales group automobile salesmen and electrical appliance salesmen, because of reduced activity and earnings, have represented the most productive sources of war workers. The largest number of clerical transfers were from real estate, insurance and mercantile firms. The opportunity for increased earnings motivated most of these transfers.

In the skilled group no particular occupations predominated. Higher wages could usually be offered, but frequently the influencing factor was hours of work, better transportation, or patriotism.—R. C. Atkins, *Interviewer, USES, Flint, Mich.*

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The QUERY Post

What's on your mind? THE QUERY POST welcomes questions, suggestions, and ideas from all employees—local, State, area, and regional—of the War Manpower Commission. Answers will be prepared by WMC specialists. All communications should be signed with the name and title of the author; such information will be withheld from publication upon request. Address: THE QUERY POST, Manpower Review, War Manpower Commission, Washington, D. C.

1. *Several companies in this area use Mexican labor in canning plants. These people are not American citizens. How should Social Security account numbers be obtained for these individuals?—Lloyd R. Replogle, Manager, USES, Logansport, Ind.*

The procedure is the same as for citizens. That is, the alien applies in person at the field office of the Social Security Board, or the employer may provide him with an appropriate application blank and, if necessary, assist in filling it out. The Social Security Board field office will mail the Account Number Card to the employee at the address shown on the blank. No proof of citizenship or proof of birth is necessary to obtain a Social Security account number.

2. *If a man is engaged in one of the occupations or activities designated by WMC as nondeferable and works 4 hours every night in an essential war job, what is his status?*

Several factors might enter into the determination of such a man's status: (1) the nature of the essential war job in which he had part-time employment; (2) whether he had a compelling reason for remaining in a full-time nondeferable activity (hardship factors); and (3) other extenuating circumstances. Such a status can be determined only on the merits of the individual case, which should be referred directly to the local Selective Service board.

3. *What is the present percentage of rejections among Selective Service registrants unable to meet physical standards of the U. S. Army?*

The rejection rate varies in different sections of the country and from month to month. The highest over-all rejection rate at any time has been slightly more than 50 percent, the lowest, approximately 30 percent. Both of these percentages apply to over-all rejections and include the rejection rate for all types of service (general, special assignment, and limited) and not general service alone. Variance of monthly rejection rates can be attributed in a large degree to the ages of men currently being inducted. That is, if the majority of men forwarded to induction stations in a given month are 18 years or 19 years old, the rejection rate is considerably lower than if the majority of men forwarded are in their late twenties or thirties.

4. *To what extent is the Army accepting limited-service inductees?*

Not more than 5 percent of the men accepted at any induction station on any one day can be limited-service registrants. This results in returning to local boards for probable classification in Class IV–F, as unfit for any military service, many registrants who not only are physically fit for limited service but who are as physically fit as other registrants who have been inducted.

5. *How is the quota basis for a State affected by occupational deferments?*

Men deferred by reason of their occupation, or for any other reason, do not figure in the quota basis. Quotas are determined and calls levied on the basis of the number of men in each area who are available for service. They are not fixed on a population basis. Two areas may have the same number of registrants but one may be called upon to furnish many more men because of having many more men available which, of course, means having a smaller number deferred for physical unfitness, dependency, occupation, or other reasons.

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